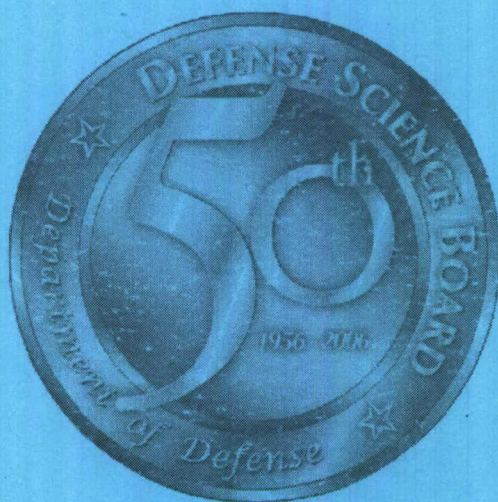


**Defense Science Board
Task Force**

on

**Deployment of Members of the
National Guard and Reserve in
the Global War on Terrorism**



September 2007

Office of the Under Secretary of Defense
For Acquisition, Technology, and Logistics
Washington, D.C. 20301-3140

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The DSB is a Federal Advisory Committee established to provide independent advice to the Secretary of Defense. Statements, opinions, conclusions, and recommendations in this report do not necessarily represent the official position of the Department of Defense.

The DSB Task Force on Deployment of Members of the National Guard and Reserve in the Global War on Terrorism completed its information gathering in May 2007.

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OFFICE OF THE SECRETARY OF DEFENSE

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WASHINGTON, DC 20301-3140

DEFENSE SCIENCE
BOARD

MEMORANDUM FOR ACTING UNDER SECRETARY OF DEFENSE
(ACQUISITION, TECHNOLOGY, AND LOGISTICS)

SUBJECT: Final Report of the Defense Science Board Task Force on Deployment of
Members of the National Guard and Reserve in the Global War on Terrorism

I am pleased to forward the final report of the Defense Science Board Task Force on Deployment of Members of the National Guard and Reserve in the Global War on Terrorism. This report offers important recommendations for the Department of Defense as the high level of overseas operational tempo persists.

As a basis for its analysis, the task force evaluated the January 2007 Secretary of Defense Policy on use of the total force. This policy established deployment and mobilization guidelines for the active and reserve components. An important conclusion of the task force is that these guidelines cannot be achieved given current levels of operational demand and current structure in the Army's active, National Guard, and reserve force. The report discusses some of the important challenges that the Department will face in implementing its policy and offers recommendations in a number of areas.

The guard and reserve will continue to play an important role in the total force, but this part-time force must be used in a way that can be sustained over the long run. Further the reserve components must be adequately resourced, equipped, and trained for the broad range of missions in which they are involved—actions that are essential to ensure the future of the all-volunteer force.

I endorse all of the study's recommendations and encourage you to forward the report to the Secretary of Defense.

A handwritten signature in black ink, reading "William Schneider, Jr.", is positioned above the printed name. The signature is written in a cursive style with a large, stylized "I" at the end.

Dr. William Schneider, Jr.



OFFICE OF THE SECRETARY OF DEFENSE

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DEFENSE SCIENCE
BOARD

September 4, 2007

MEMORANDUM TO THE CHAIRMAN, DEFENSE SCIENCE BOARD

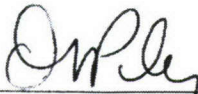
SUBJECT: Final Report of the Defense Science Board Task Force on
Deployment of Members of the National Guard and Reserve in the
Global War on Terrorism

Use of the reserve components in support of overseas contingencies has increased significantly since September 11, 2001 and the U.S. invasions of Afghanistan and Iraq. During this period, the frequency of deployments has become a point of deep concern both in and outside the military. The questions at the forefront are whether the increased use can be sustained by the service members called to duty, its impact on families and employers, as well as its impact on the long run viability of the all-volunteer force.

At the direction of Congress, this task force examined the question of optimal length and frequency of deployment of members of the National Guard and reserve. The study centered around the January 2007 policy on use of the total force directed by the Secretary of Defense. This policy established deployment guidelines of one year deployed and two years not deployed for the active force, one year mobilized and five years not mobilized for the reserve components.

The task force found that there is general consensus that the guidelines for the reserve components satisfy their needs for predictability and sustainability. **However, given current levels of operational demand, today's Army active, National Guard, and reserve force structure will not support DOD's policy.** Nor can it be supported when planned increases in end-strength are reached. Further, even if the policy could be supported numerically—either by additional end strength or reduction in operational tempo—other factors need to be addressed for effective implementation. Principal among them is the need to increase the amount of training conducted at reserve home stations prior to mobilization—requiring, at the least, substantially increased costs for equipment.

A related concern is the availability of National Guard and reserve personnel and equipment to meet homeland security, civil support, and domestic emergency requirements along with robust overseas deployments. Meeting this broad spectrum of responsibilities will require a review of current force structure as well as innovative mechanisms to ensure equipment availability in times of domestic crisis.



Admiral Donald L. Pilling, USN (Ret)
Co-Chair



Gen Michael J. Williams, USMC (Ret)
Co-Chair

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Executive Summary

Use of the reserve components in support of overseas contingencies has increased significantly since September 11, 2001 and the U.S. invasion of Afghanistan and Iraq. Although the number of reserve component members on active duty has declined over the past few years, from a peak in May 2003, the current level still remains far higher than in decades past. This level of effort is expected to continue as long as the reserves are used as part of the rotational force supporting these ongoing operations.

These circumstances have evoked considerable concern over whether such use can be sustained by the service members called to duty and, equally important, whether such use might affect the viability of the all-volunteer force over the long run. Thus, the Defense Science Board, under direction by Congress, examined the issue of length and frequency of the deployment of members of the National Guard and reserves in the global war on terrorism.

The findings and recommendations resulting from this study are as follows:

- The task force was impressed with the dedication and professionalism of the members of the National Guard and reserves. They are performing to a very high standard under great strain. The task force is very concerned for their future if the strain is not relieved.
- Given current levels of operational demand, today's Army active, National Guard, and reserve force structure will not support DOD's policy mandating dwell times of one year deployed and two years not deployed (1:2) for the active force and one year mobilized and five years not mobilized (1:5) for the reserve components. End-strength increases currently authorized will not be sufficient to meet the established goals.
- Task force discussions with representatives of the National Guard, the reserves, employers, family members, and the state governors demonstrated a consensus that 1:5 dwell time would satisfy their needs for predictability and sustainability.

- The DOD policy mandating a 1-year maximum mobilization period for guard and reserve units demands that the maximum possible pre-deployment training occur at home station. At the least, this policy will result in substantially increased costs for equipment to enable home station training. Additionally, mechanisms will have to be established to facilitate this increased pre-mobilization training, adding to costs and family disruption. It is unclear how much training can be conducted in the pre-mobilization period, but best estimates are 70–80 days in the year prior to mobilization.
- DOD should consider establishing health care savings accounts for mobilized reserve members to allow a choice of either using the reservist's employer-sponsored health plan for family members or transitioning the family into TRICARE for the period of mobilization. This is a benefit already enjoyed by mobilized civilians employed by DOD.
- The task force recommends that the current Army force structure be reviewed in light of the increased use of the guard and reserve and the dual mission of the National Guard for homeland security and civil support.
- The task force believes that concern over insufficient National Guard and reserve equipment available to meet domestic emergency requirements can be alleviated by the use of innovative contracting mechanisms between the Department of Homeland Security and the private sector.

Chapter 1. Introduction

America's all-volunteer force (AVF) serves the nation with distinction. Its genesis in the aftermath of the Vietnam War reflected many of the lessons learned from using conscription in an unpopular war. Given the size of the American population and the force requirements of the Department of Defense after Vietnam, it was no longer possible to have conscription that in any way asked for an equal sacrifice of all draft-eligible citizens. Moreover, key decision-makers recognized that the support of the American people would be essential to the success of any future conflict, so the force was structured in such a manner that it was almost impossible to conduct major combat operations without mobilizing the National Guard and reserves. Over the next few decades the AVF in both the active and reserve components, with lower turnover and higher retention, developed into a superb professional force. However, at the time it was instituted it was generally not expected that an all-volunteer force could be sustained during a protracted period of combat. A fundamental question today is: can it be?

The cornerstone of the military after Vietnam was the all-volunteer force and a total force policy that gave due consideration to the costs and capabilities of active, National Guard, and reserve forces. For the Army, the division became the "coin of the realm." Army leadership wrestled with force design problems associated with creating 18 divisions out of a force of 780,000 active component soldiers. The solution was to better integrate active and reserve forces with National Guard units as "round-out brigades" within selected divisions. This solution did two things: it allowed greater combat strength at fixed cost (reserve component units are less expensive in peace time) and it provided a structure that promised to take hometown USA to war with the military.

Compared to today, during the Cold War the nation committed a higher percentage of gross domestic product (GDP) to defense with 6.2 percent generally representing the buildup in defense spending under President Ronald Reagan. From 1972 to 1989 the post-Vietnam "hollow force" was completely rebuilt—its people, equipment, training, and, most importantly, its professionalism. The cost of the total force was relatively high. After the Cold War some looked for a peace dividend. Between

1989 and 2001 the percentage of GDP committed to defense fell to 4.8 percent, while spending on entitlements (Medicare, Medicaid, and Social Security) rose from 6.7 percent of GDP to over 8 percent over the same period. However, even as the nation's commitment of resources to the military has decreased since 1989, the world has become even more unstable and unpredictable, with the frequency of deployments far exceeding the operational pace of the Cold War.

Operation Desert Shield provided the first real test of combat operations for the all-volunteer force. While the efficacy of the round out brigade concept for no-notice operations was problematic, the results were overwhelmingly positive. Improvements in developing a professional military allowed leaders at all levels to quickly grasp changes, adjust their plans, and execute based upon the superb training they had received. The emphasis on jointness with joint war fighting seminars improved individual service understanding of the geometry of the joint battlefield which, in turn, enabled improved joint operations. While not perfect, Operation Desert Storm generally exceeded expectations and set a high standard for future operations.

Since Desert Storm, facing reduced budgets and the lack of analysis associated with a quantifiable threat, the military entered a period of transformation from a threat-based force to a capabilities-based force. Various initiatives such as the "base force" attempted to limit force reductions. However, pressure to cut taxes and balance the budget restricted the size and capabilities of the force. To cope with the increased demands and reduced resources the services developed new and innovative programs, such as the Air Expeditionary Force developed by the Air Force. The primary objective of these changes was to preserve maximum military capabilities for the nation given a reduction in resources of over \$750 billion (actual versus planned spending) in the decade following the fall of the Berlin Wall.

The military adjusted. Plans changed and priorities shifted to better reflect the new world. Available resources limited modernization programs but training was sustained. Operations in areas such as Bosnia reflected the reality of a changed world. Indicators were monitored to ensure the quality of personnel entering the force did not slip below acceptable levels.

One of the functions of the U.S. military, and embedded in the capabilities-based force, is to provide military support to civilian authorities during periods of crisis. Force structure allocation rules never took into consideration the requirements for military support to civilian authority because it was impossible to predict; but historically force structure size had been sufficient to address these requirements—that is, it was always considered “the lesser included case.” The National Guard, because of its flexibility under titles 10 and 32 U.S. Code, has always been the lead component for the military in this critical mission. However, the other two components—active and federal reserve—have been used as required.

No force in history has been more capable of conducting classical military operations than the force that secured Baghdad in 2003. Experienced leadership, superbly trained troops, and the best equipment in the world enabled this force to achieve its assigned military objectives relatively quickly. The challenge was not as much about winning the war as it was about securing the peace—what has become known as stability operations.

This fundamental issue has been debated in various circles since the end of the Cold War. Many argue that conducting stability operations, to include rebuilding nation states, is not a job for the military. Rather, military capabilities should be preserved to win the nation’s wars. As the nation has discovered in Iraq and Afghanistan, wars are rarely won simply by defeating enemy forces. They are normally won only when a stable set of political circumstances is created in the aftermath of an enemy’s defeat, and this usually will require a period of post-conflict stabilization. The facts are that instability threatens both the global order and the global economy. This instability has to be dealt with and the military must take a leading role in addressing that challenge. Peace-keeping, peace-enforcing, and other terms have become a part of military vocabulary and doctrine. Interagency cooperation and capacity are recognized as vital, but difficult and expensive to attain.

Large-scale stability operations, such as those ongoing in Afghanistan and Iraq today, call into question the structure, alignment, and mix of the AVF. The joint combined arms team, while ideal for military operations, is not well suited to provide security and establish

the basic structure of civil government. The standard U.S. Army division, so important during the Cold War, had to be adapted to meet the specific requirements of stabilization missions. Most importantly, this force was not designed to conduct these types of operations over a sustained period of time. Personnel policies tend to work against unit cohesion, and measures to mitigate these policies such as “stop loss” tend to be wildly unpopular. More of the defense budget is being spent on recruiting and retaining this force, calling into question the balance between manning and equipping the force.

Nonetheless, the nation is committed to maintaining an all-volunteer force even as it must be adapted to meet the demands of the security environment today and into the future—particularly if one agrees, as does this task force, that stability operations will remain a significant part of the military’s mission. This report addresses one aspect of the challenges faced by the U.S. military today that has many implications throughout the force—the impact of deployment demands on the reserve components.¹

Task Force Challenge

Subsequent to Hurricane Katrina, Senator David Vitter (R-Louisiana) inserted language in the Fiscal Year 2006 National Defense Authorization Act tasking the Defense Science Board (DSB) to conduct a study on the impact of deployment of members of the National Guard and reserves in the global war on terrorism.² The deployment of the Louisiana National Guard brigade combat team to Iraq at the time of Hurricane Katrina motivated this request.

1. There are seven reserve components: Army Reserve, Army National Guard, Air Force Reserve, Air National Guard, Navy Reserve, and Marine Corps Reserve, which are part of the Department of Defense. The seventh component is the Coast Guard Reserve, which is part of the Department of Homeland Security but works closely with DOD. Together these seven reserve components comprise 1.1 million members; in comparison, approximately 1.4 million members serve in the active components. Data in this report reflect the DOD reserve components, unless otherwise noted.

2. A complete terms of reference and task force membership are in Appendices A and B.

The legislation directed the task force to address four specific issues:

1. Identify the current range of lengths and frequencies of deployments of members of the National Guard and reserves.
2. Assess the consequences for force structure, morale, and mission capability of deployments of members of the National Guard and the reserves in the course of the global war on terrorism that are lengthy, frequent, or both.
3. Identify the optimal length and frequency of deployments of members of the National Guard and reserves during the global war on terror.
4. Identify mechanisms to reduce the length, frequency, or both of deployments of members of the National Guard and reserves during the global war on terrorism

This report responds to the congressionally directed request and presents the findings and conclusions of the study.

Chapter 2. The Current Environment

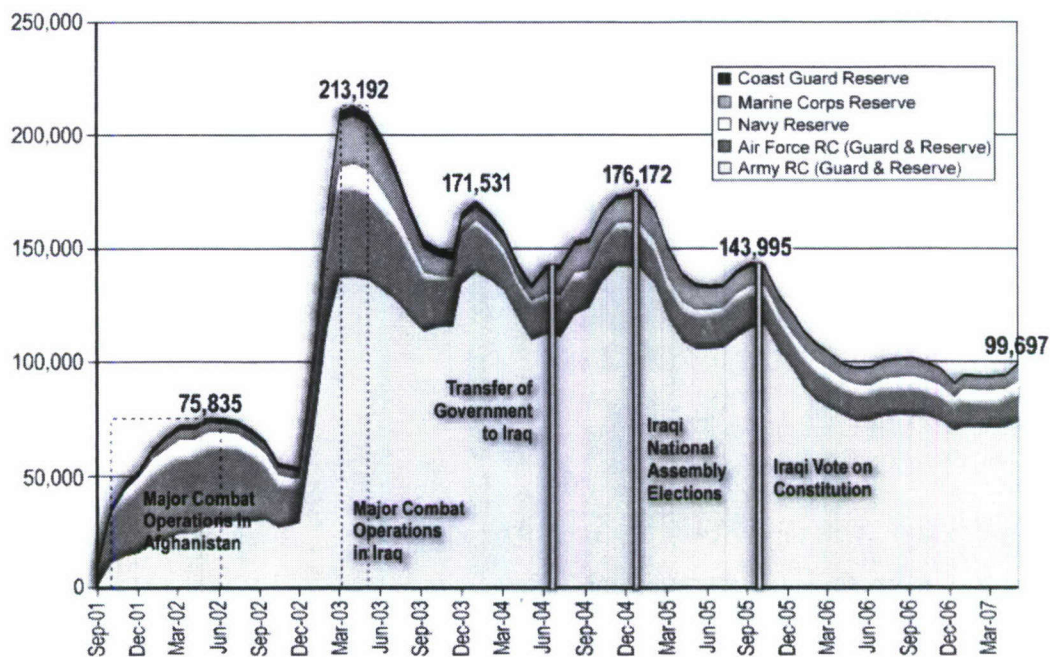
In March 2003, U.S. forces invaded Iraq in what became known as Operation Iraqi Freedom. American forces included both active duty and reserve forces. The original plan was for U.S. forces to be withdrawn quickly after hostilities had ended, much as they had in Desert Storm in the early 1990s. Indeed by May 1, 2003, President Bush declared the end of major combat operations. But the planned decrease in the U.S. forces did not take place. An insurgent operation developed with increased sectarian violence as ethnic groups gained new freedom. To meet this new and prolonged threat, the U.S. military rotated units and even individual service members, both active and reserve, serving in Iraq. Today some soldiers and Marines are on their third, fourth, and even fifth rotation.

Over time, the frequency of deployments and the time between deployments, or dwell time as it has become known, has become a point of deep concern both in and outside the military. What impact will the frequent deployments and short dwell times have on the morale and health of both active and reserve soldiers and their families?

Increased Use of Reserves

Figure 1 shows the number of reserve members mobilized each month to support the Afghanistan and Iraq operations and how mobilization levels changed over time. Over 575,000 National Guard and reserve members have been mobilized since September 11, 2001 (as of May 31, 2007) in support of the attacks of September 11 (Operation Noble Eagle), operations in Afghanistan (Operation Enduring Freedom), and operations in Iraq (Operation Iraqi Freedom). After September 11, 75,835 members were mobilized at the height of operations in Afghanistan. At the close of major combat operations in Afghanistan, troop levels began to decline, only to spike to more than 213,000 troops when the United States invaded Iraq. Since then, numbers of reserves on active duty in support of these operations have risen and fallen in

response to changing requirements, but overall show a slowly declining trend in mobilization levels to 99,697 troops in May 2007.



Note: Data show reserve members activated under title 10 USC 12301(d) or 12302 in support of Operations Noble Eagle, Enduring Freedom, and Iraqi Freedom, through May 2007.

Source: Office of the Assistant Secretary of Defense for Reserve Affairs

Figure 1. Reserve Component Members on Active Duty

Although all the reserve components have contributed to these operations, the largest impact has fallen on the ground forces, principally the U.S. Army. The Army National Guard and Army Reserve are the largest of the reserve components, totaling 538,971 soldiers—nearly 65 percent of the selected reserve (832,116 members).³ Thus, this report focuses primarily on the Army National Guard and Army Reserve, as it is

3. The 1.1 million members of the seven reserve components are distributed as follows: 832,116 selected reserve and 256,367 individual ready reserve (May 31, 2007). All are subject to mobilization. The members of the selected reserve are drilling, paid reservists; the individual ready reserves are non-unit manpower that can be used to individually augment units.

the Army that is under the most operational stress, requiring high use of the reserves. That said, many of the same issues discussed in this report—equipment, cross-leveling, recruiting and retention concerns, medical, employers, and family—are currently also of interest to the U.S. Marine Corps Reserve and may be future issues for the Air Force and Navy as well. So the conclusions and recommendations in this report have applicability across the reserve components.

Table 1. Selected Reserve Personnel Activated since September 11, 2001

Service	Component	Total Mobilized		Mobilized Once	Mobilized More Than Once	Not Mobilized	Total Strength
		Number	Percent				
Army	Guard	168,213	47.9%	134,499	33,714	183,187	351,400
	Reserve	92,812	49.5%	72,492	20,320	94,759	187,571
Navy	Reserve	21,092	30.6%	18,681	2,411	47,833	68,925
Marine Corps	Reserve	21,305	54.9%	16,567	4,738	17,475	38,780
Air Force	Guard	45,712	43.4%	24,315	21,397	59,629	105,341
	Reserve	34,472	47.8%	14,210	20,262	37,713	72,185
TOTAL	Selected Reserve	383,606	46.5%	279,214	104,392	440,596	824,202

Note: Data indicate reserve component members mobilized for Operations Noble Eagle, Enduring Freedom, and Iraqi Freedom, as of May 31, 2007.

Source: Office of the Assistant Secretary of Defense for Reserve Affairs

Mobilization Status

The reserves can be called to long-term active duty under five different statutes, as authorized in title 10 of the U.S. Code. They range from full mobilization (U.S.C. 12301[a]), which requires a declaration of war or national emergency by the Congress, to reserve component volunteers (12301[d]), which requires consent of the individual reserve component member and consent from the governor to activate individuals in the National Guard. The various mobilization statutes

determine how many reservists can be called up, to whom the call up applies, and the duration of the call up.⁴

To support the national response to the attacks of September 11, 2001, and operations in Afghanistan and Iraq, the Department of Defense was authorized, under Executive Order 13223 (September 14, 2001) to activate the National Guard and reserves under partial mobilization authority. Partial mobilization requires a declaration of national emergency and applies to the ready reserve. Not more than a million members of the reserve components can be called up under this authority and they may not serve for more than two years. Prior to January 2007, DOD policy authorized these involuntary call ups for cumulative periods up to 24 months.

The Army, because of its policy dictating standard tour lengths for active and reserve component units, has been calling up reserve component units for 16-18 months. This allowed for four months of pre-deployment training for the unit in the continental United States under the auspices of the First Army, 12 months of "boots on the ground" in Iraq or Afghanistan, and time for post-deployment leave and demobilization. Two Army National Guard brigade combat teams (BCTs) were mobilized for 21 months because of required training to transition to new equipment prior to deployment. Two National Guard BCTs have been called-up for a second time as of May 2007, four additional National Guard BCTs, or parts thereof, have been alerted for a potential second mobilization and deployment, if necessary, in the first half of calendar year 2008.

Although the current demand for deployed combat forces in Iraq and Afghanistan is relatively high, approximately 55 percent of Army National Guard and Army Reserve personnel and approximately 35 percent of the Army active component personnel have not been mobilized for deployments to the Central Command theater of operations.⁵ In addition, some units have not been mobilized because

4. Appendix D contains an overview of the title 10 mobilization statutes.

5. These are individual mobilizations, not unit mobilizations. The reasons for the disparity are not clear but may be due to a greater proportion of the skill sets in the reserve components that

their members have specialties that are not required in active theaters. There are also deployment requirements outside the continental United States for which reserve component units have been mobilized—the Sinai battalion and presence in Kosovo are two examples.

With this brief overview as a backdrop, the next chapter examines the impact of this increased operational tempo on reserve component members.

have no utility in the Central Command area of responsibility during the current phase of operations.

Chapter 3. Impact of Increased Operational Tempo on the Armed Forces

The task force examined a number of issues to gain an understanding of the impact this increased use of the reserve components has had on the military departments as well as the individual servicemen and women and their families. The sections that follow provide an overview of these issues, which include end strength achievement; mental health, earnings, and dependent care; preserving force structure; and civil support missions. The chapter also provides recommended policy changes, where appropriate.

End Strength Achievement

The reserve components, across all the services, were able to achieve approximately 97 percent of authorized end strength in fiscal year 2006. This success represented a reversal of the downward trend of the previous two years. The Army National Guard and Army Reserve, the largest of the reserve components, achieved 98.9 percent and 92.7 percent of authorized end strength, respectively, as shown in table 2.

Table 2. Army National Guard and Reserve Strength (end of fiscal year 2006)

	Authorized Strength	Assigned Strength	Percent Achieved
Army National Guard	350,000	346,288	98.9
Army Reserve	205,000	189,975	92.7

Source: Office of the Assistant Secretary of Defense for Reserve Affairs

The Army National Guard end strength grew from 333,000 to 346,000 in fiscal year 2006, while the Army Reserve has remained steady at roughly 190,000. (The Army Reserve authorized end strength was reduced from 205,000 to 200,000 in fiscal year 2007, but subsequently has been raised for fiscal year 2008 to 205,000; the Army

National Guard authorized end strength has increased to 351,300, both on the basis of recruiting success in fiscal year 2006.)

The retention of reserve component members was the highest since fiscal year 1991, as a result of increases in reenlistment bonuses in fiscal year 2006. The Army National Guard total reenlistment bonuses grew from \$27 million in fiscal year 2004 to \$308 million in fiscal year 2006, and the Army Reserve bonus pool grew from \$3 million to \$140 million over the same period. The increase in bonuses was only the direct cost the government paid for higher retention. Service members who reenlisted in theater do not pay income tax on their reenlistment bonuses, which enhanced the value of the bonuses to the service members reenlisting. However it also increased the cost of the program to the government through the loss of the tax revenues usually paid on reenlistment bonuses.

Similarly, reserve component recruiting fared well in fiscal year 2006 due in part to increased use of enlistment bonuses (table 3). Between fiscal years 2004 and 2006, the cost of enlistment bonuses for the Army National Guard grew from \$74 to \$174 million and the Army Reserve enlistment bonuses grew from \$35 to \$71 million. Although the Army National Guard and Army Reserve are recruiting fewer “prior-service” recruits than they have traditionally, this could be a result of high retention rates in the Army’s active component. Thus, the pool of available prior service personnel is smaller than it would be under normal conditions. Current “prior service” enlistments are approximately 38 percent for the Army National Guard, down from 61 percent in the mid 1990s. Army Reserve prior service enlistments have dropped as well, falling from nearly 60 percent in the mid 1990s to 51.9 percent in 2006.

Table 3. Army National Guard and Reserve Recruiting (fiscal year 2006)

	Accession Goal	Accession Achieved	Percent Goal Achieved
Army National Guard	70,000	69,042	98.6
Army Reserve	36,032	34,379	95.4

Source: Office of the Assistant Secretary of Defense for Reserve Affairs

Whether current recruiting success can be sustained into the future is in question. Recruiting and retention data, as collected, are not perfect predictors of an impending shortfall in end strength achievement. Youth propensity data can, however, provide some indication of the future recruiting environment. June 2006 Youth Poll data showed a 33 percent decline in the propensity of young men wanting to join the military from 21 percent in 2005 to 14 percent in 2006—substantially below the 26 percent level of the mid-1980s. This decline in propensity for young men has driven total propensity, for men and women combined, to 10 percent, the lowest recorded level in more than two decades.⁶

Department of Defense polling data also show a decline in the number of parents who would recommend military service to youth. The percentage of parents, with children between the ages of 12 and 21, who say they are likely to recommend military service to their children fell from 70 to 40 percent between 2001 and 2002, and dropped to nearly 20 percent in June 2006—largely fueled by the ongoing conflict in Iraq.⁷ These statistics suggest that a challenging recruiting environment is likely to persist for some time.

6. Barbara A. Bicksler and Lisa G. Nolan. *Recruiting an All-Volunteer Force: The Need for Sustained Investment in Recruiting Resources*, Arlington, Va.: Strategic Analysis, Inc., September 2006.

7. Kristen Roberts, "Military Sees Parents as Big Recruiting Barrier," *Reuters*, Washington, May 11, 2007.

Mental Health, Earnings, and Dependent Care

The impact that mobilization and deployment have had on mental health, earnings, and dependent care has also been discussed in the press.

There have been stories in the media about post-traumatic stress disorder experienced by active duty and reserve members returning from deployments. The Walter Reed Army Institute of Research has been tracking this issue and reports the rate of post-traumatic stress disorder for soldiers between 10 to 15 percent, occurring 3–12 months after a tour in Iraq. Moreover, post traumatic stress disorder can appear many years after actual exposure to combat. In fact, 15–30 percent of soldiers who experience combat will suffer some level of post-traumatic stress disorder during their lifetime.⁸

There is no evidence that reserve component soldiers are less mentally healthy than active soldiers; however, reserve soldiers report higher rates of concern about their mental health than do active soldiers when interviewed during their three-month post-deployment health assessments. The Walter Reed Institute attributes this disparity to the following:

- Active component soldiers continue to work full time with their units, whereas reserve soldiers demobilize and lose the day-to-day support from unit peers.
- Active component soldiers have steady access to the Army's health facilities, while reserve component personnel often live far from Veterans Administration (VA) facilities, and may face legal barriers to receiving care if they fail to report problems soon after return from active service.
- Reserve component soldiers face other stressors, such as sudden change after long deployment back to a full time civilian job.

8. Briefing to the task force from the Walter Reed Army Institute of Research, February 2007.

Recognizing the existence of long-term mental health problems among reserve members, DOD should support easing access to VA mental health facilities for members of the National Guard and reserve who have deployed to combat zones, even long after their deployment.

A second area of concern has been a reported loss of earnings by some reserve component soldiers as a result of mobilization. A recent RAND study, however, using Social Security earnings, reports that earnings during mobilization for the average reserve component member was equal to or even greater than their pre-mobilization earnings. While some soldiers in highly skilled occupations and/or senior management positions may suffer a pay loss, the majority of reserve soldiers (over 80 percent) do not, and some number actually experience an increase in compensation. Base pay, along with the special pay and bonuses for deployment to Iraq and Afghanistan, and the tax-free status of the pay and bonuses while in a war zone, more than offset the civilian pay loss for the majority of mobilized guardsmen and reservists.

A third concern is dependent care, particularly health care. Reserve component soldiers may not be able to take advantage of the many family support mechanisms enjoyed by active component soldiers simply because they may not reside near military facilities. Maintaining continuity of health care can be one of the most significant concerns because reserve soldiers may not be able to maintain the family health care plan provided by his/her civilian employer, thus forcing the family into the TRICARE network while the member is mobilized.

DOD should consider maintaining a member's civilian health plan while mobilized (that is, paying the full cost of the premium), just as the Department does now for its civilian employees who are mobilized. One possible mechanism for implementation could be to establish health care savings accounts for mobilized reservists to allow a choice of either using the reserve member's employer-sponsored health plan for family members or transitioning the family into TRICARE for the period of mobilization. This change would considerably reduce the stress on family members who would not have to face a change in provider networks during the mobilization of their spouse or parent.

Preserving Force Structure and Mission Capability

The military services have a number of management tools that can be used to sustain the reserve component force structure and mission capability in the face of increased op tempo. In fact, the services have taken a number of actions to reduce the current operational tempo and associated mobilization issues.

Past Service Actions

DOD explains the frequent deployments for some reserve units by saying that there are few of these types of units in the active components and the reserve forces have had to take up the workload. The military services have started to rebalance the mix of U.S. military capabilities within and between the active and reserve components to create more high demand units in the active components, reducing pressure on the National Guard and reserve. Between fiscal years 2003–2006, about 89,000 personnel spaces were rebalanced across all the services. Rebalancing initiatives are expected to continue in the future, with an additional 36,000 spaces to be rebalanced between fiscal years 2007–2012.

The Department has also recommended a number of legislative changes designed to simplify manpower management rules, streamline personnel rules to provide seamless transitions, tailor compensation, and establish a sliding scale of benefits. The goal of these efforts is to make it easier for current service members to move from active to reserve status as the needs and preferences of their personal lives dictate. The hope is that a simpler system with greater options might encourage members to extend their service careers in part-time status—and perhaps even return to full-time status later—rather than leave the force. Further, the Department is also working to create new affiliation programs to broaden opportunities for individuals to contribute to DOD missions. Alternative types of affiliation for varying periods of time might be attractive to individuals for whom the traditional active and reserve affiliation is not.

Other mitigating actions to increase the pool of available personnel include the creation and use of provisional units by drawing on underutilized skills to meet certain mission requirements. Drawing from

underutilized skills sets in other components has also been employed. More effective use of the Individual Ready Reserve (IRR) is yet another option. The IRR offers an important resource and can be employed to augment deploying units while mindful of the need for unit cohesion.

Other Management Tools

“Stop loss” is a procedure to involuntarily keep a member on active duty beyond the separation date specified in their enlistment contract. Most of the time stop loss is used to prevent separation during deployment. “Stop movement” prevents a reserve component member from changing units if his or her unit has been alerted for mobilization. While these tools can be effective in preserving unit integrity prior to and during a mobilization, their use can be unpopular with the individuals affected.

An additional option for a unit commander prior to a mobilization is “cross leveling.” Under this practice, a unit commander can solicit “volunteers” from other units to fill a unit vacancy. This practice has a waterfall effect in that it then leaves the providing unit with a vacant billet if it is mobilized.

Civil Support Missions

The National Guard has both federal and state missions—responsible to the federal government for national security missions, such as the war in Iraq, as well as to the governors of each state for state missions. Principle state missions include disaster response and support to law enforcement activities as prescribed by state law. Because the genesis for this study was the National Guard response to Hurricane Katrina, at a time when many of the state’s guardsmen were deployed to Iraq, the task force examined the effect that the deployed troops had on the Hurricane Katrina response efforts. Had the deployment hampered response efforts in Louisiana? Has it had a significant impact on other natural disasters in recent years?

The military response to Hurricane Katrina was the largest and fastest response to a natural disaster in the history of the United States. Within 11 days of landfall, more than 45,000 National Guard soldiers

from every state in the nation and more than 20,000 active duty soldiers deployed to the Gulf Coast to assist the response effort. During the response to Hurricane Katrina, states used the Emergency Management Assistance Compact (EMAC), a legal framework established in the wake of Hurricane Andrew in 1992, to flow National Guard soldiers and other first responders into the region from states across the country.

Through use of EMAC, Louisiana and the other Gulf States were able to compensate for the absence of substantial numbers of their own guard troops who were deployed to Iraq and elsewhere. While it could be argued, in some circumstances, that out-of-state units may not be as timely, there are many factors that determine speed of deployment, including timeliness of decision-making and the readiness and training of units in and around affected areas. Further, the task force examined the recent availability of National Guard personnel and observed that in most states, at least 85 percent of the guard was available (as of May 31, 2007).⁹

Although the response to Hurricane Katrina was not impeded by a shortage of available personnel, equipment levels for non-deployed guard units have declined as a result of operations in Iraq and Afghanistan, which may have hindered the effectiveness of response operations. Not only has organic equipment been shipped with deploying units, some of that equipment is being left in theater when the unit returns. And even if the resources are authorized to replace equipment losses, it will take time to do so. Thus, concerns about declining equipment levels in the National Guard will continue to be a significant issue in terms of the nation's preparedness to respond to domestic catastrophes in the future.

The task force learned during its deliberations that the state adjutants general are unanimous in their view that the real issue is the lack of equipment, not the capabilities of the National Guard. The Government Accountability Office (GAO) issued a report in January 2007 concluding that Operations Iraqi Freedom and Enduring Freedom have significantly decreased the amount of National Guard equipment in the continental

9. Exceptions were Minnesota (78%), Connecticut (76%), Kentucky (81%), South Carolina (83%), Alaska (81%), Nebraska (82%), Arizona (80%), and Guam (76%).

United States. The GAO's January 2007 report is one of many it has issued raising concerns about National Guard equipment levels and their impact on the readiness of the guard to conduct civil support missions since the start of operations in Iraq in 2003.

At the time of this report, 88 percent of the non-deployed Army National Guard units are reporting "not operationally ready" due to equipment shortfalls. The Army has programmed \$23 billion across the future years defense plan to increase the equipment levels in the guard to reduce shortfalls and to allow its members to train using the same equipment they would operate if mobilized and deployed.

If the nation expects its reserve components to be used repeatedly in the years ahead, Congress and DOD must ensure that this \$23 billion remains a high priority so that the guard can remain responsive to both its federal and state missions.

Determining whether the National Guard has sufficient manpower and equipment to conduct civil support missions is difficult because the Department of Defense has not clearly articulated the military requirements for civil support missions. Multiple outside organizations, including the Defense Science Board, have highlighted the Department's failure to address civil support requirements sufficiently in light of the post 9/11 security environment.¹⁰ Although the military response to Hurricane Katrina was the largest and fastest in the nation's history, for those Americans waiting to be rescued days after landfall, the response effort fell far short. Until the Department, working closely with the Department of Homeland Security, defines requirements for civil support missions, it will be difficult to determine definitively whether the National Guard is sufficiently manned, postured, or equipped to respond to the full range of potential catastrophes, as envisioned in the fifteen National Planning Scenarios published by the Homeland Security Council.

10. See for example: *The Future of the National Guard and Reserves*, The Center for Strategic and International Studies, July 2006; *Actions Needed to Identify National Guard Domestic Equipment Requirements and Readiness*, GAO-07-60, January 26, 2007.

Chapter 4. Optimal Length and Frequency of Deployment

The task force evaluated what might be “optimal” in terms of length and frequency of deployment of the National Guard and reserves. To gain an understanding of the issues, the members met with the senior leadership of the guard and reserve for all the services, the active duty organizations who employ the reserve units in current contingencies, the Assistant Secretary of Defense for Reserve Affairs in the Office of the Secretary of Defense, family support organizations, employer support associations, and the National Governors Association.

Among the people and organizations with whom the task force conferred, there was a clear consensus that that the mobilization of reserve forces should be:

- predictable
- no more than one year mobilized in every six
- of no more than 12 months
- with minimum cross-leveling to preserve unit cohesion

While this very closely parallels the new reserve component mobilization policy issued by the Secretary of Defense, the task force is unaware of any analysis to see under what conditions all of these items can be met simultaneously. To put it another way, given the current situation in Iraq and Afghanistan, it is not at all clear if any of these conditions can be met and also meet the operational requirements of commands for “boots on the ground.”

Utilization of the Total Force Policy

On January 19, 2007, the Secretary of Defense signed out a new policy for the “Utilization of the Total Force” (a copy of the policy memo is at Appendix E). This new policy was intended to achieve several objectives: 1) develop a sustainable force rotation policy for the long

term; 2) spread the burden of operational demands across all components—active, guard, and reserve; 3) provide predictability to service members, family members, and employers; and 4) maintain the all-volunteer force for the long war.

The key features of the new policy are:

- Set planning objectives:
 - goal for active component units and members of one year deployed and two years non-deployed
 - goal for reserve component units and members of one year deployed and five years demobilized.
- Minimize stop loss for both active duty and reserve forces.
- Establish a new program to compensate and provide incentives to active and reserve members required to deploy/mobilize early or often, or extend beyond new rotation goals.
- Provide hardship waivers that recognize exceptional circumstances facing members and families of mobilized/deployed members.
- Manage mobilization of reserve component ground forces on a unit basis.
- Limit involuntary mobilizations of reserve component units and members to a maximum one-year.

There are many implications of this new policy for the reserve component. The most prominent change will be to the Army Reserve **training and “boots on the ground” cycles** for deployment to Iraq and Afghanistan. First, the previous practice of mobilizing troops for 16–18 months allowed four months of unit training and 12 months of deployed time. Under the new policy, with involuntary unit mobilizations limited to a maximum of one year, some portion of that four months training will have to be conducted in the year prior to mobilization.

The Army is in the process of developing a new mobilization training model that moves about three quarters of the required training formally done after mobilization to the year before mobilization. The goal is to

limit post-mobilization training to just 45 days, allowing for 320 days of deployed “boots on the ground” in country. It is still not clear how the Army will accomplish this, and issues, such as how a unit’s pre-mobilization training will be validated, remain in question. Success of the plan will rely in part on stability of personnel within the units during the year prior to mobilization and may require some form of “stop loss.”

A second issue is the **availability of equipment** needed for the Army National Guard and Army Reserve units to accomplish the required pre-mobilization training at their home station. As discussed in the previous chapter, the Army has programmed \$23 billion across the future years defense plan (FYDP) to upgrade equipment levels in the guard. But it is the task force’s understanding that this was to replace equipment lost and worn out in Iraq and Afghanistan and does not include new equipment for pre-mobilization training. Moreover, the new training equipment will be needed immediately if the new policy is to go into effect.

The Deputy Commander of the First Army, the unit charged with managing the pre-mobilization training, indicated that at least two months of the former four-month training cycle would be shifted to the pre-mobilization year. This additional training, even if it is done locally at state training facilities, will take soldiers away from their families and their civilian jobs and is still a “mobilization absence.” The task force did not understand how this materially reduced the stress on service members, their families, and their employers.

A third issue is the how the new plan will meet the combatant commander’s **requirements for brigade combat teams** and support brigades. A full-up BCT requires a National Training Center (NTC) rotation in addition to the normal unit pre-deployment training. It appears that current requirements are for units to achieve proficiency up to the level of counterinsurgency missions rather than full-spectrum combat. However, if the combatant commander determined that full-up BCTs are needed, under the new policy that requirement could only be met by active component units, that have the time to train at the NTC.

The New Policy is Not Feasible

The task force has concluded that the new policy is not feasible. The current operational tempo in Iraq and Afghanistan, along with other overseas requirements, has resulted in a dwell time—that is, time between deployments—of about one year for the active component (one year deployed and one year at home) and about three years for the reserve component (1:3). With a current active force structure of 42 BCTs and a National Guard force structure of 32 BCTs, the new total force utilization policy goals of two years dwell time for active forces (1:2) and five years dwell time for reserve members (1:5) is not achievable without a substantial reduction in deployed tempo. Even with a planned increase in total BCTs to 76 (48 in the active and 28 in the reserve component) the dwell time goals cannot be achieved.¹¹

Unfortunately, the task force has no answer today to the question of whether current requirements in Iraq will remain constant or change, and when or for how much longer. Nor can the task force predict the long-term impact on the force, of a shorter dwell time than that set by the new policy. Some experts that talked to the task force, however, are concerned that if the force begins to wear down from the stress of current operations, the Department will have little warning, and once such a problem becomes apparent, it will be very difficult to reverse.

Rethinking the Future Total Force Structure

Currently, the Army has allocated more than 50 percent of its combat structure in its reserve components—principally in brigade combat teams in the National Guard. During peacetime, maintaining such a large percentage of force structure in the reserve component made sense. The nation paid for just enough readiness for those reserve units to keep them available with some level of additional training prior to deployment. Today, reserve units are being used at a much higher

11. The reduction in National Guard BCTs from 32 to 28 was recommended in the 2006 *Quadrennial Defense Review*. Appendix F contains an analysis of the number of BCTs required to meet current requirements within the conditions set out in the Secretary's new policy.

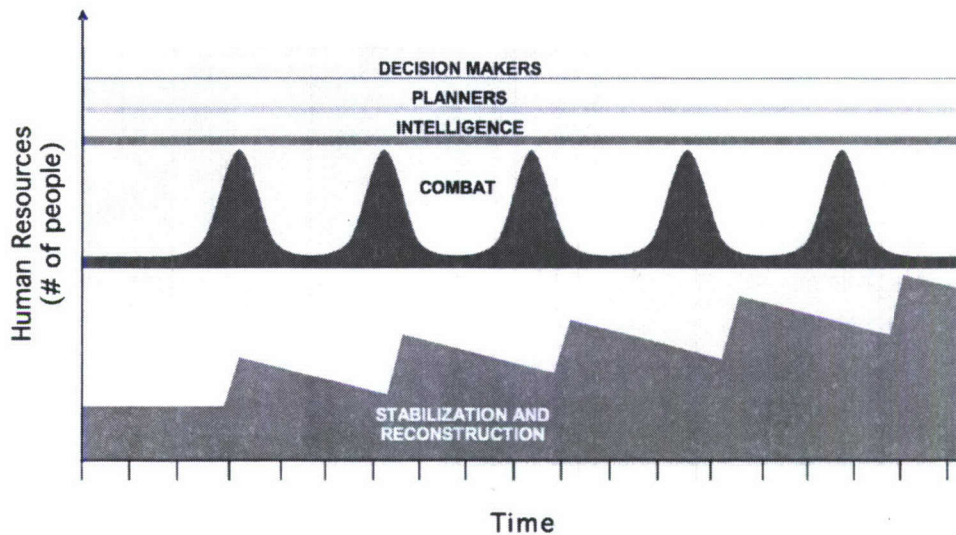
operational tempo than envisioned—they are part of the rotation base for sustained overseas operations like those in Iraq and Afghanistan. In fact, the Army leadership claims that the guard and reserve are now “operational” reserve forces instead of the “strategic” reserve forces of previous years. The task force saw no evidence to suggest that the Army has taken any steps to enable its reserve force to actually achieve operational reserve status.

Because reserve component brigades rotate less frequently than those in the active component, and because the new DOD force utilization policy ensures that they deploy for less than the year in which they are mobilized (because some of that year will be spent in pre-deployment training), it takes several reserve component brigades to give the nation the same level of deployment time that it gets from a single active component brigade. Some studies suggest that the nation may pay even more to keep a reserve brigade deployed for a year than for an active component brigade, depending on how often units are actually deployed.¹² This outcome suggests a need to rethink how force structure is allocated between the active and reserve components for the global war on terrorism, which could involve lengthy stabilization and reconstruction periods following combat. The challenge the Army faces is buying forces based on whatever “future” they are planning for.

Stabilization and Reconstruction Missions

The observation of rebalancing the total force between active and reserve components was also made in the *Defense Science Board 2004 Summer Study on Transition to and from Hostilities*. That study observed: “In fact, if, as has been the case since the end of the cold war, the United States becomes involved in a new and additional stabilization and reconstruction operation every two years, and if, as history has shown, it typically takes five to eight years to disengage from a stabilization and reconstruction activity—and sometimes longer—there is an accumulating need for skilled personnel stationed abroad.” The impact of such a trend is notionally depicted in figure 2.

12. Briefing to the task force by RAND Corporation, May 2007.



Source: *Defense Science Board 2004 Summer Study on Transition to and from Hostilities*

Figure 2. Human Resource Requirement for Stabilization and Reconstruction Operations

This task force supports two other observations from that study:

1. "The force sizing construct used since World War II needs to be changed... A smaller force may be needed to defeat opponents than that needed for stabilization and reconstruction (S&R) operations." Stabilization and reconstruction operations are manpower-intensive, and thus usually require a larger deployed force than most conceivable major combat operations. Further, stabilization operations tend to last a long time, and thus require a rotation base that is larger than the deployed force.
2. "The implication for force structure is significant.... Tomorrow's force (active and reserve components) needs a much stronger set of capabilities directed toward S&R, particularly knowledge of culture."

Clearly a reduction in the U.S. effort in the global war on terrorism would significantly reduce the demands on the reserve components. However, the Army cannot rely on such a change in national policy to resolve force utilization challenges. Moreover, its implication would

extend well beyond the frequency and/or length of reserve component deployments. Instead, the Army must give closer consideration to what force structure distribution will be better able to respond to future demands on the force, however they evolve.

A change in the size of the force, already authorized, can have some impact. The Army's active component is to grow in end strength at a rate of 7,000 service members per year through 2012. This increase should reduce some of the pressure on the reserve component. But a redistribution of the total force is probably required to achieve reduced utilization. For example, the majority of the Army's combat support and combat service support is in the Army Reserve, and some portion of this capability would have to be put into the active component if demands on the Army Reserve are to be lessened. And while there are many reasons why 55 percent of reserve members have not deployed to Iraq and Afghanistan, one likely explanation is that the skill mix in the reserve component is not well matched to the needs of the ongoing operations. Both of these points suggest the need for a fundamental re-examination of the distribution of the force structure and individual skills across the Army's total force.

Chapter 5. Conclusions and Recommendations

Based on its study, described in the previous chapters, the task force offers the following conclusions:

- If the global war on terrorism continues to require current or higher levels of operational tempo for the Army, the planning objectives for deploying the National Guard and Army Reserve in the new Secretary of Defense policy cannot be achieved with the current force structure. Even the additional authorized end strength for the active component will not make this policy achievable.
- If the operational tempo decreases to allow achievement of the new policy goals, the guard and reserve forces might well cost more than they have traditionally because of equipment procurement, operation, and maintenance at the unit level for pre-mobilization training. Any additional costs will compete with the cost “to reset” the Army, recapitalize the other services, and support a larger active force structure in the Army.
- Achieving the new policy goals will require a new mobilization training model and procurement of additional equipment for training. Much remains to be done to work through all aspects of this new training model to include pre-mobilization training time and the cost of remote training.
- There is a fundamental tension between the Secretary of Defense guidance to minimize both “cross leveling” (through unit mobilizations versus individual mobilizations) and “stop loss.” Minimizing “stop loss” will create more unmanned spaces in units, thus calling for more cross-leveling as units prepare to deploy.
- The current use of the National Guard is not placing the states in intolerable conditions concerning personnel availability. The compact among the states to support each other for major events is working. The issue for the states is the lack of equipment for use when needed. Thus, the states may need to

consider alternatives to relying on DOD equipment if a high operational tempo for the reserve components continues for the long run.

- If the Department believes that the Global War on Terror is a generations-long conflict, the Army should examine the balance of its “total force” structure if it wishes to move toward meeting the policy objectives of the Secretary.

Recommendations

To ensure the new Secretary of Defense total force utilization policy can be achieved when operational demands are reduced, the Department should:

- Capitalize on certification for individual and collective training during the pre-mobilization phase to the maximum extent possible.
- Ensure adequate funding of individual and collective training during the pre-mobilization phase.
- Ensure units are adequately equipped for training and deployment.
- Consider alternative models to ensure minimum equipment sets are available for civil support missions. Having the Department of Homeland Security purchase equipment sets dedicated to the homeland defense/civil support mission is one such idea, possibly with pre-arranged contracts for civil operations, if needed. Another is to arrange for access to equipment through the use of innovative contracting mechanisms between the Department of Homeland Security and the private sector.
- For mobilized members of the reserve component, conduct a study to determine the feasibility of funding the family employer-provided health care plan rather than forcing the family into the TRICARE network for the period of the mobilization. This is the same policy used for DOD civilian employees who are mobilized with the reserve component.

This DSB task force supports the conclusions of the 2004 Defense Science Board summer study that the Army force sizing construct, used

since World War II, needs to be changed. However, the task force did not conduct any analysis to determine what total reallocation should look like, but observed that 28 BCTs of the Army total force of 70 BCTs are in the National Guard—the same force that has the dual mission of support of the states for homeland security and domestic catastrophes.

The men and women of the National Guard and reserves are critical to the future of the all-volunteer force. Serving alongside their counterparts in the active component, they have become an essential element of the total force, contributing to operational missions around the world. In addition to its federal mission, the National Guard serves a state mission as well, responding to the needs of governors across the country.

The role of the guard and reserve in the total force most certainly will continue, even with force restructuring. As such, it must be adequately resourced, as described in the pages of this report. Even with a decline in operational tempo, adequate resources for personnel, equipment, and training must be planned for and budgeted. These actions are essential to ensure the future of the all-volunteer force. And this realization is one not only for the Department of Defense, but for the nation as a whole—requiring support of the Congress, the executive branch, and the American public.

Appendix A. Terms of Reference



ACQUISITION,
TECHNOLOGY
AND LOGISTICS

THE UNDER SECRETARY OF DEFENSE

3010 DEFENSE PENTAGON
WASHINGTON, DC 20301-3010

OCT 12 2006

MEMORANDUM FOR CHAIRMAN, DEFENSE SCIENCE BOARD

SUBJECT: Terms of Reference -- Defense Science Board Task Force on Deployment of Members of the National Guard and Reserves in the Global War on Terrorism

You are requested to form a Defense Science Board Task Force to study the length and frequency of the deployment of members of the National Guard and Reserves in the Global War on Terrorism. The report shall include the results of the study and such recommendations as the task force considers appropriate in light of the study.

The study shall include the following:

- (1) An identification of the current range of lengths and frequencies of deployments of members of the National Guard and Reserves.
- (2) An assessment of the consequences for force structure, morale, and mission capability of deployments of members of the National Guard and the Reserves in the course of the global war on terrorism that are lengthy, frequent, or both.
- (3) An identification of the optimal length and frequency of deployments of members of the National Guard and Reserves during the global war on terror.
- (4) An identification of mechanisms to reduce the length, frequency, or both of deployments of members of the National Guard and Reserves during the global war on terrorism.

The Study will be sponsored by me as the Under Secretary of Defense (Acquisition, Technology, and Logistics). ADM Donald Pilling, USN (Ret), and GEN Mike Williams, USMC (Ret), will serve as Task Force Co-chairmen. Lieutenant Colonel Gregory Bennett, USMC, Office of ASD (RA), will serve as Executive Secretary and Commander Cliff Phillips, USN, will serve as the Defense Science Board Secretariat representative.



The Task Force will operate in accordance with the provisions of P.L. 92-463, the "Federal Advisory Committee Act," and DoD Directive 5105.4, the "DoD Federal Advisory Committee Management Program." It is not anticipated that this Task Force will need to go into any "particular matters" within the meaning of Section 208 of Title 18, U.S. Code, nor will it cause any member to be placed in the position of acting as a procurement official.



Kenneth J. Krieg

Appendix B. Panel Membership

CHAIRMEN

Name	Affiliation
ADM Donald Pilling, USN (Ret.)	LMI
Gen Michael Williams, USMC (Ret.)	LMI

PANEL MEMBERS

Gen Edward Eberhart, USAF (Ret.)	AFBA
MG Ron Harrison, AUS (Ret.)	Harrison and Associates LLC
LtGen Jan Huly, USMC (Ret.)	Private Consultant
Dr. Tom McNaugher	RAND Corporation
GEN Dennis Reimer, USA (Ret.)	DFI International
Dr. Bernard Rostker	RAND Corporation
Ms. Christine Wormuth	CSIS

EXECUTIVE SECRETARY

LtCol Greg Bennett, USMC	Office of the Assistant Secretary of Defense for Reserve Affairs
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DEFENSE SCIENCE BOARD REPRESENTATIVE

CDR Clifton Phillips, USN	Defense Science Board Office
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ADVISORS

Ms. Karen Heath	Commission on the National Guard and Reserves
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STAFF

Barbara Bicksler	Strategic Analysis, Inc.
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Appendix C.

Presentations to the Task Force

Name	Topic
NOVEMBER 28, 2006	
DOD Standards of Conduct	Ms. Judy Kim Office of the General Counsel, Office of the Secretary of Defense
Discussion	Hon. Thomas F. Hall Assistant Secretary of Defense for Reserve Affairs
Panel Discussion on Reserves	LTG Jack Stultz Chief, Army Reserve VADM John Cotton, USN Chief, Navy Reserves MajGen Cornell Wilson, USMC Director of Reserve Affairs Brig Gen Charles Ethredge, USAF Deputy Chief, Air Force Reserves
Panel Discussion on National Guard	BG James Nuttall Deputy Director, Army National Guard Maj Gen Richard Platt Director, Air National Guard
JANUARY 3–4, 2007	
Panel Discussion on Operational Requirements for Reserve Components in the Army	Major General Michael Walter Symanski, USAR Assistant Deputy Chief of Staff, G3 (IMA) Mobilization and Reserve Affairs
Panel Discussion on Operational Requirements for Reserve Components in the Navy and Air Force	Rear Admiral Timothy M. "Tim" Giardina Director of Information, Plans, and Security, OPNAV Maj. Gen. Dick Newton Assistant Deputy Chief of Staff for Air, Space and Information Operations, Plans and Requirements
Impact of Deployment on Dependents	Joyce Raezer and Kathleen Moakler National Military Family Association
The Future of the National Guard and Reserves	Christine Wormuth CSIS
Discussion	Arnold L. Punaro, Chairman The Commission on the National Guard and Reserves

Joint Staff Perspective on Operational Requirements for the Reserve Components	MG Tommy Dyches, USAF Assistant to the Chairman of the Joint Chiefs of Staff for Reserve Matters MG Michael Sumrall, ARNG Assistant to the Chairman of the Joint Chiefs of Staff for National Guard Matters
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FEBRUARY 5–6, 2007

Mental Health of Activated Reservists	COL Charles Hoge, USA Walter Reed Army Institute of Research
Earnings of Activated Reservists	Dr. Jacob Klerman RAND
Current Challenges Facing the National Guard	Lieutenant General H. Steven Blum Chief, National Guard Bureau
Operational Requirements for Reserve Components in the Marine Corps	Lieutenant General Richard F. Natonski Deputy Commander for Plans, Policies, and Operations
Total Force Utilization Policy	Hon. Thomas F. Hall Assistant Secretary of Defense for Reserve Affairs
Purpose of the Study	Senator David Vitter U.S. Senate
Employer Perspective on Use of the Guard and Reserve	Mr. Phil Pope Deputy Executive Director, National Committee for Employer Support of the Guard and Reserve

MARCH 20, 2007

National Guard	Gen Timothy Lowenberg The Adjutant General, State of Washington
Post-Mobilization, Pre-Deployment Training	BG C. Stewart Rodeheaver Deputy Commanding General, First Army

APRIL 17, 2007

Discussion	Hon. Thomas F. Hall Assistant Secretary of Defense for Reserve Affairs
Discussion	Vice Admiral. Harvey Johnson Deputy Director, FEMA
Army's Response to Katrina	Dr. Lynn Davis RAND

MAY 15, 2007

State Use of National Guard Forces	Nolan Jones National Governors Association
Cost of the Reserves	Jacob Klerman RAND

Appendix D.

Mobilization Statutes

The reserves components can be activated under five different title 10 statutes as described in table D-1 below.

Table D-1. Title 10 U.S. Code Mobilization Statutes

Statute	Authority Required	Who Affected
12301 (a) Full Mobilization	<ul style="list-style-type: none"> Requires congressional declaration of war or national emergency Requires Congress to be in session 	<ul style="list-style-type: none"> All reservists including members in an inactive status and required members No number limitation Duration of war or emergency plus six months
12302 Partial Mobilization	<ul style="list-style-type: none"> Requires declaration of national emergency Report to Congress every six months 	<ul style="list-style-type: none"> Ready Reserve Not more than 1,000,000 members Not more than 2 years
12304 Presidential Reserve Call-up	<ul style="list-style-type: none"> Requires presidential signature Notification of Congress No congressional action required 	<ul style="list-style-type: none"> Selected Reserve, with up to 30,000 Individual Ready Reserve Not more than 200,000 members Not more than 365 days Not for domestic emergencies except weapons of mass destruction
12301 (b) 15-day Statute	<ul style="list-style-type: none"> Service secretaries may call Ready Reserve up to 15 days per year 	<ul style="list-style-type: none"> Annual training Operational missions Involuntary
12301 (d) Reserve Component Volunteers	<ul style="list-style-type: none"> Requires consent of individual reserve component member Governors must consent to National Guard activation 	<ul style="list-style-type: none"> All reservists No number limitation stated No duration stated

Appendix E.

Utilization of the Total Force



THE SECRETARY OF DEFENSE
1000 DEFENSE PENTAGON
WASHINGTON, DC 20301-1000

JAN 19 2007

MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS
CHAIRMAN OF THE JOINT CHIEFS OF STAFF
UNDER SECRETARIES OF DEFENSE

SUBJECT: Utilization of the Total Force

For several months, the Department has been assessing a number of options on how best to support global military operational needs. A significant question addressed by the review has been whether we have the right policies to govern how we utilize members of the Reserve, National Guard and our Active Components units. Based on this assessment and the recommendations of our military and civilian leadership, I am making the following changes to Department policy:

First, from this point forward, involuntary mobilization for members of the Reserve Forces will be for a maximum one year at any one time. At service discretion, this period may exclude individual skill training required for deployment, and post-mobilization leave.

Second, mobilization of ground combat, combat support and combat services support will be managed on a unit basis. This will allow greater cohesion and predictability in how these Reserve units train and deploy. Exceptions will require my approval.

Third, the planning objective for involuntary mobilization of Guard/Reserve units will remain a one year mobilized to five years demobilized ratio. However, today's global demands will require a number of selected Guard/Reserve units to be remobilized sooner than this standard. Our intention is that such exceptions be temporary and that we move to the broad application of the 1:5 goal as soon as possible. Continue to plan your force structure on that basis.

The planning objective for the Active Force remains one year deployed to two years at home station. Today, most active units are deploying for one year, returning home for one year, then redeploying. Just as we are asking the active forces to do more in this time of national need, so we must ask more of our Reserve components.

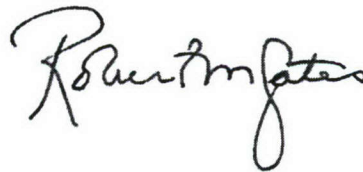


Fourth, given this reality, I am directing the establishment of a new program to compensate or incentivize individuals in both the active and Reserve components who are required to mobilize or deploy early or often, or to extend beyond the established rotation policy goals.

Fifth, I am also directing that all commands and units review how they administer the hardship waiver program to ensure they are properly taking into account exceptional circumstances facing military families of deployed service members.

Sixth, use of Stop Loss will be minimized for both active and Reserve component forces. Submit to me by February 28, 2007, your plan for minimizing use of Stop Loss.

The Under Secretary of Defense for Personnel and Readiness will update existing guidance on Reserve mobilization to reflect these principles.

A handwritten signature in black ink, appearing to read "Robert M. Gates". The signature is fluid and cursive, with the first name "Robert" and last name "Gates" being clearly legible, and "M." as a middle initial.

Appendix F. Impact of Increase in BCTs on Dwell Time

This appendix addresses two questions raised during the task force deliberations:

1. What is the impact on dwell time of the six additional BCTs currently authorized?
2. How many active component BCTs are required to meet the two-year dwell goal?

Table F-1 indicates the total number of BCTs currently in the force and planned changes. Reserve component BCTs are being reduced from 32 to 28. Active BCTs will increase from 42 to 48 by fiscal year 2011 as authorized increases in end strength take place.

Table F-1. Current and Future Brigade Combat Teams

	Active Component	Reserve Component	Total
Current BCTs	42	32	74
Future BCTs (FY 2011)	48	28	76

Assumptions

- Based on RAND model as briefed by Jacob Klerman
 - reserve component units are 8 months boots on the ground; active component units are 12 months boots on the ground
 - does not account for turn-over overlap in theater
- Does not account for additional BCT requirements such as Korea
- The requirement for reserve component BCTs in CENTCOM remains fixed at three BCTs or less and is based on dwell

supportability. Note, that in fiscal year 2009, it is anticipated that five reserve component BCTs will be deployed.

Results

Table F-2. Active Component Brigade Combat Teams

	Demand	Dwell Unit	Supply (Total Units)	Dwell Time
Time (months)	12	24	36	
Ratio (deployed/dwell)	1	2	3	
Current	25	17	42	0.68
Future (FY 2011)	25	23	48	0.92
Ideal	25	50	75	2.00
BCT Unit Shortfall			27	

Table F-3. Reserve Component Brigade Combat Teams

	Demand*	Dwell Unit	Supply (Total Units)	Dwell Time
Time (months)	8	64	72	
Ratio (deployed/dwell)	1	8	9	
Future (FY 2011)	3	25	28	5.2
Ideal	3	24	27	5.0

* Based on 8 months boots on the ground.

Conclusions

- The increase in six BCTs in the active component will increase dwell time by 2-3 months and will not achieve the goal of two years.
- To achieve the two-year dwell, an additional 27 active component BCTs, beyond the six already planned, will be required to meet current Central Command requirements.

Appendix G. Glossary

AVF	all-volunteer force
BCT	brigade combat team
DSB	Defense Science Board
EMAC	Emergency Management Assistance Compact
FYDP	future years defense plan
GAO	Government Accountability Office
GDP	gross domestic product
IRR	Individual Ready Reserve
NTC	National Training Center
S&R	stabilization and reconstruction
VA	Veterans Administration